STATE OF CALIFORNIA Budget Change Proposal - Cover Sheet DF-46 (REV 08/15)

2016-17	Business Unit 3540	Department Forestry and Fire Protection			Priority No.		
Budget Reque 3540-007-BCF	est Name P-DP-2016-GB	Program VARIOUS	Subprogram				
	est Description Standards Program						
Budget Reque	est Summary						
Fund and \$33 centralized de adverse actior	6,000 Special Fund dicated unit respon- ns. This request will	Fire Protection (CAL FIF) and 14.0 positions stated in the state of th	rting in Fiscal Yea omprehensive Pro n ensuring public	r 2016-17 in orde gram addressing safety services ar	er to implement a investigations and		
Requires Legi	slation No		Code Section(s) to be Added/Amended/Repealed				
	2	n technology (IT)	Department CIC		Date		
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BCP Fiscal Detail Sheet

BCP Title: Professional Standards Program

DP Name: 3540-007-BCP-DP-2016-GB

BCP Title: Professional Standards Program				Di Maine	. 0040 007 001	D. 2010 OD
Budget Request Summary			FY1	6		
	CY	BY	BY+1	BY+2	BY+3	BY+4
Positions - Permanent	0.0	14.0	14.0	14.0	14.0	14.0
Total Positions	0.0	14.0	14.0	14.0	14.0	14.0
Salaries and Wages						
Earnings - Permanent	0	1,360	1,360	1,360	1,360	1,360
Overtime/Other	0	181	181	181	181	181
Total Salaries and Wages	\$0	\$1,541	\$1,541	\$1,541	\$1,541	\$1,541
Total Staff Benefits	0	947	947	947	947	947
Total Personal Services	\$0	\$2,488	\$2,488	\$2,488	\$2,488	\$2,488
Operating Expenses and Equipment						
5301 - General Expense	0	414	356	356	356	356
5302 - Printing	0	14	14	14	14	14
5304 - Communications	0	28	28	28	28	28
5306 - Postage	0	14	14	14	14	14
5320 - Travel: In-State	0	35	35	35	35 13	35 13
5320 - Travel: Out-of-State	0	13	13 42	13 42	13 42	13 42
5322 - Training	0	42 545	251	251	251	251
5324 - Facilities Operation	0 0	5 4 5 14	14	14	14	14
5326 - Utilities	U					
5340 - Consulting and Professional Services - External	0	200	300	300	300	300
5346 - Information Technology	0	126	98	98	98	98
5368 - Non-Capital Asset Purchases -	0	410	82	82	82	82
Equipment 539X - Other	0	79	19	19	19	19
Total Operating Expenses and Equipment	\$0	\$1,934	\$1,266	\$1,266	\$1,266	\$1,266
Total Budget Request	\$0	\$4,422	\$3,754	\$3,754	\$3,754	\$3,754
Fund Summary						
Fund Source - State Operations					0.407	0.407
0001 - General Fund	0	4,086	3,467	3,467	3,467	3,467
0102 - State Fire Marshal Licensing and Certification Fund	0	14	12	12	12	12
0198 - California Fire and Arson Training Fund	0	16	14	14	14	14

3063 - State Responsibility Area Fire Prevention Fund	0	222	189	189	189	189
3212 - Timber Regulation and Forest Restoration Fund	0	84	72	72	72	72
Total State Operations Expenditures	\$0	\$4,422	\$3,754	\$3,754	\$3,754	\$3,754
Total All Funds	\$0	\$4,422	\$3,754	\$3,754	\$3,754	\$3,754
Program Summary						
Program Funding						
2460 - Office of the State Fire Marshal	0	68	56	56	56	56
2465010 - Fire Prevention	0	188	160	160	160	160
2465019 - Fire Control	0	2,895	2,457	2,457	2,457	2,457
2465028 - Cooperative Fire Protection	0	396	336	336	336	336
2465037 - Conservation Camps	0	651	553	553	553	553
2470010 - Resources Protection and Improvement	0	129	110	110	110	110
2470019 - Forest Practice Regulations	0	84	72	72	72	72
2470028 - Forest Resources Inventory and Assessment	0	11	10	10	10	10
9900100 - Administration	0	4,422	3,754	3,754	3,754	3,754
9900200 - Administration - Distributed	0	-4,422	-3,754	-3,754	-3,754	-3,754
Total All Programs	\$0	\$4,422	\$3,754	\$3,754	\$3,754	\$3,754

DP Name: 3540-007-BCP-DP-2016-GB

Personal Services Details

	Sala	ary Information	1						
Positions —	Min	Mid	Max	CY	<u>BY</u>	BY+1	BY+2	BY+3	BY+4
1470 - Assoc Info Sys Analyst (Spec) (Eff. 07-01-2016)				0.0	1.0	1.0	1.0	1.0	1.0
5157 - Staff Svcs Analyst (Gen) (Eff. 07-01- 2016)				0.0	1.0	1.0	1.0	1.0	1.0
Assoc Govtl Program Analyst (Eff. 07- 01-2016)				0.0	1.0	1.0	1.0	1.0	1.0
5780 - Atty IV (Eff. 07-01-2016)				0.0	1.0	1.0	1.0	1.0	1.0
5795 - Atty III (Eff. 07-01-2016)				0.0	1.0	1.0	1.0	1.0	1.0
7500 C.E.A B (Eff. 07-01-2016)				0.0	1.0	1.0	1.0	1.0	1.0
8547 - Supvng Special Investigator II (Eff. 07- 01-2016)				0.0	1.0	1.0	1.0	1.0	1.0
8548 - Supvng Special Investigator I (Eff. 07-				0.0	3.0	3.0	3.0	3.0	3.0
9723 - Battalion Chief (Eff. 07-01-2016)				0.0	4.0	4.0	4.0	4.0	4.0
Total Positions			_	0.0	14.0	14.0	14.0	14.0	14.0
			D)/- 4	DV	. 0	D)	/ · 2	D\	/ +4
Salaries and Wages	CY	BY	BY+1	BY	+2	Bi	/+3	Б	T4
1470 - Assoc Info Sys Analyst (Spec) (Eff. 07-01-2016)	0	64	64		64		64		64
Staff Svcs Analyst (Gen) (Eff. 07-01- 2016)	0	51	51		51		51		51
Assoc Govtl Program Analyst (Eff. 07- 01-2016)	0	61	61		61		61		61
5780 - Atty IV (Eff. 07-01-2016)	0	117	117		117		117		117
5795 - Atty III (Eff. 07-01-2016)	0	124	124		124		124		124
7500 C.E.A B (Eff. 07-01-2016)	0	147	147		147		147		147
Supvng Special Investigator II (Eff. 07-01-2016)	0	133	133		133		133		133
Supvng Special Investigator I (Eff. 07- 01-2016)	0	353	353		353		353		353
9723 - Battalion Chief (Eff. 07-01-2016)	0	491	491		491		491		491
Total Salaries and Wages	\$0	\$1,541	\$1,541		\$1,541		\$1,541		\$1,541

Staff Benefits

Total Personal Services	\$0	\$2,488	\$2,488	\$2,488	\$2,488	\$2,488
Total Staff Benefits	\$0	\$947	\$947	\$947	\$947	\$947
5150800 - Workers' Compensation	0	119	119	119	119	119
5150630 - Retirement - Public Employees - Miscellaneous	0	105	105	105	105	105
5150600 - Retirement - General	0	369	369	369	369	369
5150500 - OASDI	0	26	26	26	26	26
5150450 - Medicare Taxation	0	22	22	22	22	22
5150350 - Health Insurance	0	306	306	306	306	306

A. Budget Request Summary

The Department of Forestry and Fire Protection (CAL FIRE) requests \$4.422 million (\$4.086 million General Fund and \$336,000 Special Fund) and 14.0 positions starting in Fiscal Year (FY) 2016-17 in order to implement a centralized dedicated unit responsible for overseeing a comprehensive Program addressing investigations and adverse actions.

B. Background/History

CAL FIRE does not have a centralized process or dedicated staff responsible for performing administrative investigations and preparing adverse actions. It currently redirects existing staff from various other Programs, resulting in the delay or deferral of assigned responsibilities. Additionally, the number and severity of personnel actions has increased significantly over the past several years, requiring an even greater number of staff being redirected from their normally assigned responsibilities. As a result, the quality of investigation and written adverse actions suffer because temporarily assigned investigators are unable to maintain proficiency in these skills. Furthermore, there is no centralized oversight resulting in inconsistencies in the investigation and execution of adverse actions, penalties, and investigative materials.

CAL FIRE is required to conduct an administrative investigation when a formal complaint is filed against a peace officer pursuant to Penal Code (PC) §832.5, Government Code (GC) §1029 (Public Safety Officers Procedural Bill of Rights) or GC §3253 (Firefighters Procedural Bill of Rights). CAL FIRE is also required to conduct an investigation when a complaint or suspicion of employee misconduct is filed and received via the California Whistleblowers Protection Act. However, the most common administrative investigations are conducted in response to citizen complaints and employee behavior. An administrative investigation consists of interviewing the subject(s) of the allegation(s), witnesses to activities, and supervisors of affected employees. Investigations require evidence collection, document review, analysis of gathered information, surveillance, and detailed documentation of all findings and opinions. These investigations typically average between 40 and 80 hours to complete. However, complex investigations can require hundreds of hours and a multitude of personnel.

CAL FIRE, in compliance with the GC, requires background investigations on all public safety dispatchers, peace officers, public officers, and Emergency Medical Technicians (EMTs). CAL FIRE employs approximately 7,600 permanent and seasonal employees. Currently, CAL FIRE has a total of 84 Communication Operators (Com Ops) who contribute to overall State dispatching needs, 170 peace officers, 250 public officers, and 3,500 EMTs. CAL FIRE anticipates an additional 80 peace officers in the future that will fill existing vacancies and due to anticipated staff turnover. As a result of the lack of dedicated staff and increasing workload, background investigations are not completed timely, resulting in positions remaining vacant for extended periods.

For Com Ops and EMTs, the background investigations consist of a State and Federal criminal history check through the Department of Justice Live Scan Service. For peace officers and public officers, the background verification consists of reviewing the applicant's personal and criminal history, financial history, medical history, residence, employment history, education, dissolution of marriage history, military history, local law enforcement agency record, driving record, Department of Justice/Federal Bureau of Investigation criminal history, and followed by the California Department of Human Resources (CalHR) psychiatric evaluation and requisite medical examinations and test.

C. State Level Considerations

The State has a responsibility to protect employees, assets, fiscal prudency, and against the public perception of malfeasance. The public and elected officials expect thorough investigations when allegations of misconduct come to light and it is expected that appropriate corrective action be taken to

put in place the necessary measures to try to prevent similar incidences from happening again. Statewide consistency in these investigations, as well as the other statutorily mandated background investigations, helps to meet the expectations of external and internal stakeholders, oversight agencies, and the public. Further, this consistency moves towards ensuring the process as set forth by the State is consistently followed, resulting in favorable and effective outcomes. Thorough and consistent investigation will ensure success when actions are appealed to the State Personnel Board. This is important to ensure fair due process to the employees involved, protect the confidentiality of innocent witnesses who come forward during investigations, and reduce overall liabilities to the State.

This proposal is consistent with the Department's Mission Statement and the goals and objectives of CAL FIRE's 2010 Fire Plan:

Goal #6: Determine the level of fire suppression resources necessary to protect the values and assets at risk identified during planning processes.

Goal #6 (Objective G): Ensure all firefighters are provided the appropriate training, equipment, and facilities necessary to successfully and safely meet the increasingly complicated and challenging fire and emergency response environment.

Goal #6 (Objective F): Improve policies and strategies to minimize injuries or loss of life to the public and emergency responders during emergency response activities throughout the State.

This proposal is also consistent with CAL FIRE's 2012 Strategic Plan and provides a mechanism to ensure that the values of the Department are being met. Additionally, this proposal also assists in achieving identified goals within the 2012 Strategic Plan, which includes:

Goal: Promote a highly motivated and well-trained work force.

Objective: Utilize existing tools to assess employees and ensure performance accountability.

Goal: Cultivate and strengthen relationships with stakeholders, governing bodies, cooperators, and the public.

Objective: Be responsive and receptive to the concerns and needs of the public, as well as local, state, and federal cooperators, the Board of Forestry and Fire Protection, and other stakeholders.

Goal: Seek to improve operational efficiency and effectiveness by shaping, enhancing, and adapting to changing circumstances.

Objective: Align resources and redesign organizational units, regions, and headquarters to better reflect operational needs.

D. Justification

CAL FIRE annually conducts approximately 50-60 background investigations and an estimated 150 administrative investigations statewide, ranging in complexity. These investigations can take anywhere from a few hours for a Com Ops background investigation, to more than 100 hours for a peace officer or public officer background. Administrative and Whistleblower investigations can take over 100 hours, with complex investigations taking considerably longer. Recently, CAL FIRE contracted with another State agency to conduct a particularly complex, expansive investigation, which lasted six months and cost in excess of \$2 million.

There is currently insufficient statewide oversight and accountability for the accuracy and timeliness of these various investigations. By creating a Professional Standards Program (PSP) with staff and resources dedicated to these duties, CAL FIRE not only has the ability to ensure consistency throughout the Department but also ensures that investigations can be completed timely according to

various controlling statutes and regulations. These staff persons will work closely with CAL FIRE managers, CalHR, and the Attorney General's Office to ensure investigations are well documented and provide the support needed to be successful at hearings.

CAL FIRE proposes a standalone unit, reporting to the Director that will have three primary objectives:

Prevention

- Train or re-train all managers and supervisors on progressive discipline and adverse action processes and documentation.
- Conduct background checks for classifications that require them.
- o Develop educational materials and identify resources for manager and supervisor use.

Administration

- Develop a standardized and centralized process for writing investigative reports and adverse actions.
- Develop, review, and revise policy which governs the PSP.
- Provide guidelines to promote consistent application of penalties where appropriate.
- Coordinate with the Department's Human Resources, Legal, Law Enforcement, and Labor Relations offices and external agencies such as CalHR and the Attorney General's Office.
- Regularly provide case report updates and statistics to the Director.

Operations

- Review all adverse actions prepared by managers and supervisors for compliance with the Department's policy and procedures.
- Provide direction on any changes necessary to comply with Department policy and procedures.
- Directly perform investigations on the more complex and/or high profile cases of employee misconduct, citizen and Whistleblower complaints.
- Prepare case reports and notices of adverse action.
- Testify at State Personnel Board hearings and participate in settlement conferences.
- o Provide consultation to managers and supervisors as needed.

CAL FIRE requests 1.0 Staff Services Analyst (SSA), 1.0 Associate Governmental Program Analyst (AGPA), 1.0 Associate Information Systems Analyst (AISA), 3.0 Supervising Special Investigator I (SSI I), 1.0 Supervising Special Investigators II (SSI II), 4.0 Battalion Chiefs (BC), 1.0 Career Executive Assistant (CEA) B, 1.0 Attorney III, and 1.0 Attorney IV to staff the PSP. All positions will be requested to be filled as confidential employees, for which CAL FIRE will work with CalHR to obtain this designation.

The 1.0 SSA and 1.0 AGPA will review investigation data once completed by higher level staff to determine additional needs, make recommendations and conduct any necessary additional research, not requiring special investigatory skills. They, as directed by the BCs and SSI Is, will be responsible for performing follow-up questions, as well as investigation reports.

The 1.0 AISA position will function as the analyst for the development, installation, implementation, and support of any off-the-shelf commercial software and/or databases used by the PSP. This will include database creation, assisting with forensic studies and/or retrieval of evidence from information technology equipment (e.g., laptops, desktops, cellular phones, etc.) for the purposes of investigation completion, and performing data analysis as directed by Management. This also supports the collection of electronic evidence for investigations. This AISA will provide the technology support for the entire PSP in cooperation with and under the supervision of CAL FIRE's Information Technology program.

The BCs and the SSI Is will be responsible for the conduct and coordination of background investigations, Whistleblower, and other investigations as required. The BCs and the SSI Is investigate suspected violations of provisions of law, rules, Department policies or regulations. CAL FIRE proposes to utilize BC and SSI Is as Peace Officer Standards and Training (POST) certified peace officers, which would act as a lead and coordinate with internal and external stakeholders and law enforcement agencies to ascertain required documentation for all investigations. As trained peace officers, these incumbents would have investigatory training, interview procedure training, and the legal authority and standing to request any necessary documents. The SSI II will plan, organize, and direct the work of staff in the investigation of suspected violations of law, rules, and Department policies and/or regulations. The SSI II is critical for day-to-day supervision and evaluation of the PSP investigative staff and indirectly other personnel (SSI Is and BCs). The SSI II will be responsible for creating draft policy for the PSP. The SSI II may perform peace officer duties and responsibilities in the accomplishment of their assignments in accordance with PC §830et.seg, and GC §\$20391 and 20393.

The CEA will provide the leadership to oversee development and implementation of the PSP. The CEA will be responsible for providing the CAL FIRE Director with information and analyses on all complex and/or high-profile investigations. The CEA will supervise the SSI II. The CEA would be the central point of contact for CAL FIRE related to any potential, pending, or completed investigations. The CEA will provide oversight to the investigations, and have final review of all program documents, policies and procedures, and functions. The CEA will be responsible for the creation and implementation of all policy related to the PSP practices and procedures. In addition, the CEA will work closely with the Attorney IV to ensure adherence to all investigations and employee rights, policies, and laws. The CEA will train, plan, organize, and direct work of the SSA and AGPA. The CEA provides a final review of investigations, which allows the Director to receive and review appeals without being previously directly involved in the creation or oversight of the investigation.

In consultation with the Department's Chief Counsel, the Attorney IV will be responsible for advising and providing legal oversight for the entire PSP, as well as coordination and oversight of existing CAL FIRE staff. The Attorney IV will handle the most complex cases and provide oversight and assistance to the Attorney III who will be responsible for handling less complex matters. Both positions will perform a broad range of complex legal staff work associated with the PSP and will ensure CAL FIRE is adhering to all laws and regulations pertaining to the investigations. In addition, the attorneys will oversee and assist in preparing cases, opinions, briefs and other legal documents, such as memoranda, digests, summaries, and reports. The attorneys will develop strategies and tactics in disputes or litigation, overseeing and participating in the preparation of cases which may result in litigation before boards, commissions, hearing officers, administrative law judges, and courts.

The Department identified significant shortcomings as a result of a recent high profile case, wherein it was discovered that the hiring and disciplinary practices were operating independently from one another. As a result, the Department has already redirected staff to create a unit which now reviews every hire for previous, existing, or pending adverse actions to ensure that inappropriate hires or promotions are not made. This was the first step in changing how the Department now addresses personnel actions, including hiring and disciplinary processes. The PSP is the critical next step in moving the Department forward and ensuring that the investigation and adverse action processes are centrally managed and consistent with CalHR rules. PSP will provide statewide direction and oversight and will strengthen public trust by efficiently investigating complaints and holding employees, managers, and supervisors accountable.

E. Outcomes and Accountability

There are programmatic controls, policies, and procedures in place addressing program outcomes and accountability. The PSP will update and strengthen those controls. The requested staff will also work on complex and/or high profile investigations, report on the status and outcomes, and analyze the Program's effectiveness and efficiency.

F. Analysis of All Feasible Alternatives

Alternative 1: Approve \$4.422 million (\$4.086 million General Fund and \$336,000 Special Fund) and 14.0 positions starting in FY 2016-17 to ensure compliance with State law and Departmental policy.

Costs:

\$4.422 million.

Advantages:

- CAL FIRE will be able to ensure compliance with State law and Departmental policy.
- This will avoid Departmental liability by implementing a statewide consistency for all investigations performed by CAL FIRE.
- Will provide a dedicated and impartial investigative staff.

Disadvantages:

This alternative would require additional General Fund and position authority.

Alternative 2: Contract out for investigative staff to ensure compliance with State law and Departmental policy.

Costs:

Unknown but likely higher than the previous alternative.

Advantages:

- CAL FIRE will be able to ensure compliance with State law and Departmental policy.
- This will reduce the Departmental liability by implementing a statewide consistency for all investigations performed by CAL FIRE.
- Will provide an impartial investigative staff.

Disadvantages:

- The costs associated with contracting out are significantly higher leading to a substantial cost increase to the General Fund and special funds.
- CAL FIRE would need to conform to the requirements within GC §19130 (cost savings or to ensure
 independent and unbiased findings) and then follow the procedures within GC §19131 detailing
 contract approval through the State Personnel Board if an outside vendor is pursued.
- A shortage of staff would still exist due to the need to review investigation results for conformity to contract and State policy.
- Without additional analysis, it may not be feasible to contract out all the workload associated with this request.

G. Implementation Plan

In June 2016, CAL FIRE expects to advertise for the positions through the CalHR Vacancy Database. All list eligible, lateral/transfer, and/or SROA candidates will be considered. After enactment of the Budget Act of 2016, job offers will be made. Candidates selected for the BC, SSI I, and SSI II positions who are not already appointed as a peace officer, will then begin their own background investigations (conducted by existing CAL FIRE staff) and attend the requisite POST, Regular Basic Course, and subsequent Field Training Program. Full implementation and staffing of the proposed PSP will be August 2017.

H. Supplemental Information

CAL FIRE is requesting funding in FY 2016-17 for a total of five vehicles: four for the BCs and one pool vehicle for the remaining staff's use. The vehicles are necessary for investigators to travel to various statewide locations to complete investigatory work and required job functions. There are no additional vehicles that can be redirected due to the current cap on vehicles, so funding in FY 2016-17 is necessary to acquire and pay for new vehicles.

In addition, based on the current capacity of CAL FIRE's office buildings and the Department of General Service's estimates for allowable work space, CAL FIRE will need to lease new office space in order to accommodate the requested positions. CAL FIRE is requesting funding for a per-position facility component, consistent with State Administrative Manual Section 6453, to account for the marginal adjustments of staff; therefore, it is not necessary to coordinate this request with the CRUISE Form 9.

Specialized equipment will be required and includes computing, printing, copying, communications, specialized law enforcement equipment, cameras, recorders, etc.

Due to the complex nature of some investigations, the need to retain the services of individuals to provide expert testimony in certain instances will be necessary. This request includes \$100,000 in FY 2016-17 and then \$300,000 annually starting in FY 2017-18 for these contracted services, based on the complexities of previous investigations.

I. Recommendation

Alternative 1: Approve \$4.422 million (\$4.086 million General Fund and \$336,000 Special Fund) and 14.0 positions starting in FY 2016-17 to ensure compliance with State law and Departmental policy. CAL FIRE will be able to ensure compliance with State law and Departmental policy and avoid liability by implementing a statewide consistency for all investigations performed by CAL FIRE.